Before the
FEDERAL COMMUNICATIONS COMMISSION
Washington, D.C. 20554

In the Matter of	)	
IP-Enabled Services	)	WC Docket No. 04-36

SUPPLEMENTAL COMMENTS OF NENA[1]

The National Emergency Number Association ("NENA") hereby supplements its earlier comments (5/28/04) and replies (7/14/04) in the captioned proceeding. The following is an update on the progress being made as well as outstanding issues of concern. NENA's initial efforts on IP E9-1-1 solutions have been targeted toward four areas:

> 1) coordination of evolving interim solutions, in terms of consistency with E9-1-1 requirements and user expectations, including the acceptability of proposed solutions,
>
> 2) determination of long term solutions to bring IP-based calling and emergency messaging sources fully into the E9-1-1 service process, through the definition of related service features and requirements,
>
> 3) definition of future path plan targets for an IP-based E9-1-1 overall infrastructure, intended to replace today's outmoded E9-1-1 systems in support of all call/message sources, and
>
> 4) organization and specification of a workable and economical transition plan across the steps above.

This process is meant to realize NENA's 9-1-1 Future Path Plan,[2] defining in concept and then by program an appropriate and organized technical path forward for E9-1-1 services.

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[1] Submitted ex parte pursuant to Section 1.1206 of the Rules.

[2] http://www.nena.org/9-1-1TechStandards/future_path_plan.htm

In 2003, we held a forum in Atlanta to discuss the impact of IP communications on emergency services and to organize technical development for the integration of IP into conventional delivery systems. NENA's VoIP/Packet Technical Development Committee was formally initiated during this forum. This Committee and its subcommittees currently have over 100 members from the VoIP technology industry, the IP standards international arena and the E9-1-1 industry.

Migratory interface design to bring fixed and nomadic[3] VOI and enterprise IP-based systems into the current E9-1-1 systems will be completed in the first quarter of this year. Full design of an end-to-end IP-based future E9-1-1 system is scheduled for completion by June of 2005. Wide-ranging review will follow for both, and approval is expected within 2-3 months for each.

In addition, NENA's 9-1-1 Center Operations Committee simultaneously established a VoIP Operations Committee to provide definition of needs and feedback to the technical development process. This Committee has developed operational requirements for IP-enabled PSAP equipment to receive and process 9-1-1 calls, implementation methods and operational recommendations for the nation's 9-1-1 centers and PSAPs. These include, as part of 9-1-1 calling, delivery of voice, video and/or data from current and future communications devices and services. They are detailed in a NENA operational standard[4] which has gone through a formalized public review process and has been officially approved. NENA's Public Education

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[3] "Nomadic" refers to periodic changes of location, as distinguished from constant change by "mobile" callers.

[4] http://www.nena.org/9-1-1OperPractices/OperStandsDocs/NENAopsIPenabledPSAPstandard012705.pdf

Committee is aggressively developing a national VoIP consumer education program. This project includes input from VoIP providers.

We also have been active in the FCC's Advisory Council, NRIC VII, providing the results of our developmental work to Focus Group 1B's efforts to define a future vision for E9-1-1 and overall emergency communications. The results to date and work in progress in NRIC are consistent with NENA's vision of the future in these areas.

In parallel with NENA's developmental work, we negotiated through the VON Coalition an agreement in December 2003 between NENA and a dozen companies that provide voice services using IP. The agreement contemplated both interim and longer-term solutions to the problems of identifying and locating VOIP callers to 9-1-1. The VON Coalition recently published a white paper on the status of their members in meeting the objectives of the NENA/VON Coalition agreement. This white paper indicated that significant voluntary progress has been made over the year since the agreement was reached.

NENA took no part in the survey and results in the report and does not presume to evaluate it here. We believe, however, that all VOI service providers now have wide opportunity to access E9-1-1 systems through CLEC and cable providers who already have E9-1-1 access, and should be aggressive in their efforts to provide subscribers access to E9-1-1 service that the vast majority of those subscribers had -- or could have obtained -- through more traditional service providers in their community.[5]

We note that SBC Information Services ("SBCIS"), a subsidiary of SBC Communications, has received from the FCC a waiver of number assignment rules that will enable SBCIS to interconnect with the PSTN on a trunk-side basis at a centralized switching

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[5] The NENA Executive Board's recent statement on the subject is attached as Exhibit A.

location, such as an incumbent LEC tandem switch and deliver IP-based services more efficiently in many cases.[6] While not articulated as a basis for waiver, E9-1-1 access is a service that would benefit from this so-called "trunk-side" interconnection by IP providers.

Time is not necessarily on our side in the pacing of voluntary and consensual solutions. With each media report of an IP caller's failed attempt to reach nearby 9-1-1 help, public pressure for a mandatory requirement is bound to grow. The attachment at Exhibit B is one of a mounting number of tragic or near-tragic examples. A recent Congressional hearing took extended note of the problem.[7]

Even as an acceptable consensual solution evolves, the likelihood is that carefully defined, minimal regulatory specifications will be desirable in order to see that the needs of E9-1-1 are met steadfastly and reliably across the predictable proliferation of services and applications.

NENA has recently initiated a national program to encourage further convergence of effort among the many parties to the E9-1-1 service process. The NENA Next Generation E9-1-1 Program ("NG E9-1-1") establishes a partnership among both current and future parties to the development, planning, and implementation of IP-based E9-1-1.[8] The NG E9-1-1 Program is designed to address the technical, operational, educational, and policy issues associated with modernizing the E9-1-1 system and integrating new technologies, such as VoIP, instant messaging, short message service messaging, wi-fi, and video. Fundamental to the Program is

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[6] Order, CC Docket 99-200, FCC 05-20, released February 1, 2005.

[7] Hearing, February 9, 2005, House Energy and Commerce Committee, Subcommittee on Telecommunications and the Internet: "How Internet Protocol-Enabled Services are Changing the Face of Communications: A View from Technology Companies."

[8] http://www.nena.org/Initiatives/ng_e911_2.htm

our belief that consensus-building around a shared vision is the wisest approach, with the greatest possibility for long-term success.

The NG E9-1-1 Program is organized into Technical, Policy and Operational/Educational working roundtables that will set a year-to-year course for the work needed in upgrading 9-1-1 service, design, implementation and policy. That work began in January with a national management meeting of charter partners, and will followed by periodic roundtables and other meetings on policy, technical and operational/educational issues at various times throughout the year, usually in connection with regularly scheduled NENA meetings or activities. Initial subject areas for the NG E9-1-1 Program and Partners include:

TECHNICAL

- (1) Review and publicize proposed transition steps from initial support for VoI 9-1-1 dialing through migratory and longer term IP-based E9-1-1; (2)Identify and accelerate needed national standards work - March 20, 2005 San Jose, CA
- Define plans and methods for coordinating trials, demonstrations, and a national first application of next generation E9-1-1. - June 26, 2005 Long Beach, CA
- Methods and channels for communication of technical definitions, impacts, and plans of next generation E9-1-1 results and activities - September/October 2005

OPERATIONAL/EDUCATIONAL

- Next Generation Public Safety Answering Point (PSAP) - Thursday, March 24, 2005
- Consumer / Business Communications - Thursday, June 30, 2005
- Wide-ranging Education for PSAPs, Consumers, Communications Companies, government Entities, and private organizations - September/October, 2005

POLICY

- Emerging Technology and Public Policy - Wednesday, March 2, 2005
- Jurisdictional Perspectives: Federal, State, Local and International - June 26, 2005
- E9-1-1 Funding Solutions - September/October, 2005

The NG E9-1-1 Program is expected to be a continuing process, in furtherance of a core mission to establish a voluntary, open, unified approach to enable *next generation* E9-1-1 systems and services.

NENA is also working in other ways to influence and effect the actions needed to enable progress toward a modernized and efficient E9-1-1service for the nation. We are providing suggestions on the establishment of the national 9-1-1 program office under the "ENHANCED 911" legislation,[9] as well as conducting educational forums on VoIP, IP and E9-1-1, together with associated standards work on XML data handling.

Respectfully submitted,

NENA

By _____

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ITS ATTORNEY

[9] Public Law 108-494, 118 Stat. 3986, December 23, 2004.

EXHIBIT A

NATIONAL EMERGENCY NUMBER ASSOCIATION (NENA)
www.nena.org

ATTENTION 9-1-1 LEADERS, PUBLIC SAFETY EXPERTS, HOMELAND SECURITY OFFICIALS, AND TELECOMMUNICATIONS PROVIDERS:

NENA Policy on 9-1-1 Calling Through Voice over Internet (VoI)

STATEMENT BY NENA EXECUTIVE BOARD

Providing our citizens with easy access to police, fire and paramedic services through an Enhanced 9-1-1 (E9-1-1) system is a guiding principal of the National Emergency Number Association (NENA).

As the only international association solely focused on the delivery of 9-1-1 services, NENA is very concerned with how the public connects to the 9-1-1 system through Voice Over the Internet (VOI) services.

NENA has made significant efforts to work with VOI providers to assure that consumers are not faced with the choice of selecting price and options over access to their local 9-1-1 Public Safety Answering Point (PSAP).

In NENA's view, it is unacceptable for a VOI service provider to block customer access to 9-1-1. For fixed location customers using telephone numbers local to their service area, blocking of 9-1-1 calls or delivery to ten-digit digit numbers is unacceptable. As NENA finds, provision of E9-1-1 capabilities can be achieved through several readily available techniques.

Migrating to E9-1-1 capabilities, interconnections are now widely available through Competitive Local Exchange Carriers (CLECs), cable companies, and other access methods that avoid blocking of 9-1-1 calling.

NENA believes that all VOI service providers can and must aggressively pursue implementing full support for E9-1-1 in the safety interests of their consumers; this is vital to interests of their consumer's personal safety, as well as for the general safety of the public and our nation's homeland security.

Since 1968, Americans have increasingly relied on 9-1-1 to contact local police, fire and paramedic services when they need help. NENA is actively working to address and meet the challenges of VoI and 9-1-1, as well as other emerging telecommunications technologies and capabilities.

FOR MORE INFORMATION:

- **Bill McMurray, Communications Manager of the Marin County Sheriff's Office, California, and NENA President: 415-747-2193**
- **Roger Hixson, Technical Issues Director, NENA: 800-332-3911**
- **Rick Jones, Operations Issues Director, NENA: 800-332-3911**

EXHIBIT B
Excerpt from KHOU-TV (Ch. 11) News

Technology trips over 911 call

08:12 AM CST on Friday, February 4, 2005

By Vicente Arenas / 11 News

A young girl found out the hard way Thursday that not all phone companies provide a connection to emergency services.

As her mother and father were being shot during a home invasion, she tried to call 911, but couldn't get through.

Joyce John tried to call 911, but the Internet phone service her family uses didn't offer that capability.

This problem could affect thousands of people who use the Internet for their phone service.

Peter John describes how bullets flew through his home as he and his wife tried to fight off two would-be robbers. "And he pointed the gun toward me like this. The guy put the gun to my chest. I told him that my daughter's up stairs," said John.

Next thing I know, I hear shots in two or three seconds. She was screaming “Joyce, Joyce call the police call 911," said his daughter, Joyce.

She dialed 911, and got this message, "Stop you must dial 911 from another telephone. 911 is not available from this telephone line. No emergency personnel will be dispatched."

Her father was already down, shot in the leg and her mother had also been hit. Both were in pools of blood.

"I picked up another phone cause I thought it was the phone's problem. But I picked up another phone and it still didn't work," said Joyce.

The robbers ran, and so did Joyce, to call 911 from a neighbor's house.

The 911 Emergency Network says the Peters subscribe to what is known as a voice over Internet provider, or an Internet phone company.

The emergency network recommends that people find out if their providers offer the service. Many Internet phone companies claim to offer huge savings.

And it's estimated that as many as 100,000 people in the Harris County area have signed up in the last two months.

That's why Harris County's 911 network is starting a campaign asking people to check their Internet phones for 911 service -- before they need it.

The Peters wish the warning had come a little sooner.

If you're not sure if you have 911 service, do not call the operators at the 911 emergency center. It is against the law to call 911 just to test it.

It is best to call your Internet service provider. Time Warner Cable is reportedly the only provider that offers a full emergency 911 service.